SOCIALLY RESPONSIVE COMMUNITY PLANNING

APPLIED SOCIAL IMPACT ASSESSMENT

MINISTRY OF MUNICIPAL AFFAIRS

101-03563/

SOCIALLY RESPONSIVE COMMUNITY PLANNING:

APPLIED SOCIAL IMPACT ASSESSMENT

"Socially Responsive Community Planning: Applied Social Impact Assessment". A paper prepared for presentation to the First Canadian Symposium on Social Impact Assessment Banff, Alberta, November 29, 30, and December 1, 1978.

Gary Paget, Ministry of Municipal Affairs, Province of British Columbia

Richard Rabnett, Consultant to Ministry of Municipal Affairs, Province of British Columbia.

LEGISLATIVE LIBRARY
WITHDRAWN
OCT 27
RECEIVED

Ministry of Municipal Affairs June 1979

Acknowledgements

The authors wish to thank the following for their significant contributions to this paper. Cathy Early, Sandra Morris and Suzanne Veit reviewed various drafts. Graphics were executed by John Meeres. Chris Holding ably typed successive drafts of the paper. Cathy Early did the final editing.

ABSTRACT

Title: Socially Responsive Community Planning: Applied Social Impact Assessment.

Authors: 1. Gary Paget, Ministry of Municipal Affairs, Province of British Columbia.

2. Richard Rabnett, Consultant and Faculty of Architecture, University of British Columbia.

Theme: "Whither?"

Substance Area: Resource Development.

Perspective: Practitioner/Government.

Social Impact Assessment and Planning are two separate but integrally related activities. Social impact assessment - the assessment of the effects of projects and policies on people and communities emphasizes a process of analysis, prediction and to a lesser extent control. On the other hand, planning, the application of knowledge and purpose to human actions, emphasizes design - the development of creative and constructive solutions to problems. Socially responsive planning challenges policy makers to go beyond assessment of alternatives to actually build social criteria into policies and projects. The major issue of the paper then will be whether information from social impact assessment can be effectively used in planning by governments and if so how?

The paper uses a case study of the Province of British Columbia's response to the problem of developing a new community in the Peace River region to facilitate exploitation of coal deposits. The critical social concerns were the need to develop a stable, socially cohesive community conducive to a low level of labour turnover. In the unique conditions of Canadian resource development - where the Province controls a resource, the private sector develops and negotiations play a critical role - unique opportunities are created.

A socially responsive community planning and development process was developed which, utilizing research on the consequences of resource development, simultaneously analyzes problems and designs solutions. Emphasis in the process is on designing social responses in the context of financial and organizational considerations - how much would it cost, how could it be paid for and how could it be implemented.

Social planning problems are often seen as "wicked problems" - difficult to define precisely and difficult to solve conclusively.

Our experience in the Northeast demonstrates however, that the social problems of resource communities are not only policy relevant (i.e. of concern to policy markers) but also policy sensitive (i.e. capable of resolution).

Location map: TUMBLER RIDGE

SOCIALLY RESPONSIVE COMMUNITY PLANNING:

APPLIED SOCIAL IMPACT ASSESSMENT

TABLE OF CONTENTS

		Page
ABSTRACT		i
LOCATIONAL MAP		iii
1.0	INTRODUCTION	1
2.0	SOCIAL IMPACT ASSESSMENT AND PLANNING: THEORETICAL QUESTIONS	1
2.1	Social impact assessment	3
2.2	Planning	3
2.3	Differences	3
2.3.1	Approaches to problems	4
2.3.2	A scientific model or an action model	4
2.3.3	Context	5
2.4	Social impact assessment and planning: A synthesis	5
3.0	THE CASE STUDY	6
3.1	Introduction	6
3.2	Context: The nature of resource development	7
3.2.1	The participants in resource development	7
3.2.2	Negotiation and its implications	9
3.3	Context: The nature of resource community social problems	10
3.3.1	Wicked problems	10
3.3.2	Resource community problems	11
3.3.3	Implications	13

TABLE OF CONTENTS (con'td)

		Page
3.4	Design of solutions	14
3.4.1	Introduction	14
3.4.2	Social purpose	14
3.4.3	Comprehensive themes	16
3.4.4	Social information and analysis for negotiation	18
3.4.5	Negotiated agreement	19
4.0	SUMMARY	22
	BIBLIOGRAPHY	23
	APPENDIX	26

SOCIALLY RESPONSIVE COMMUNITY PLANNING: APPLIED SOCIAL IMPACT ASSESSMENT

1.0 INTRODUCTION

Social impact assessment has in a very short space of time thrust itself upon the public's vocabulary and the consciousness of community planners and policy makers. At this point it is not entirely clear where social impact assessment is leading and whether it will have a significant and lasting impact on public policy. Is it relevant? Is it feasible? We would like to argue, that it is but only if it is willing to borrow and learn from other theoretical and practical paradigms. We would like to argue from the perspective of planning that although there are fundamental differences between social impact assessment and community planning there is both the possibility and the neccessity for a creative synthesis between the two activities. There are benefits to both - community planning could receive a needed transfusion of concern for social purpose and for social well-being. Social impact assessment in turn could gain a greater appreciation of the practicalities of public policy.

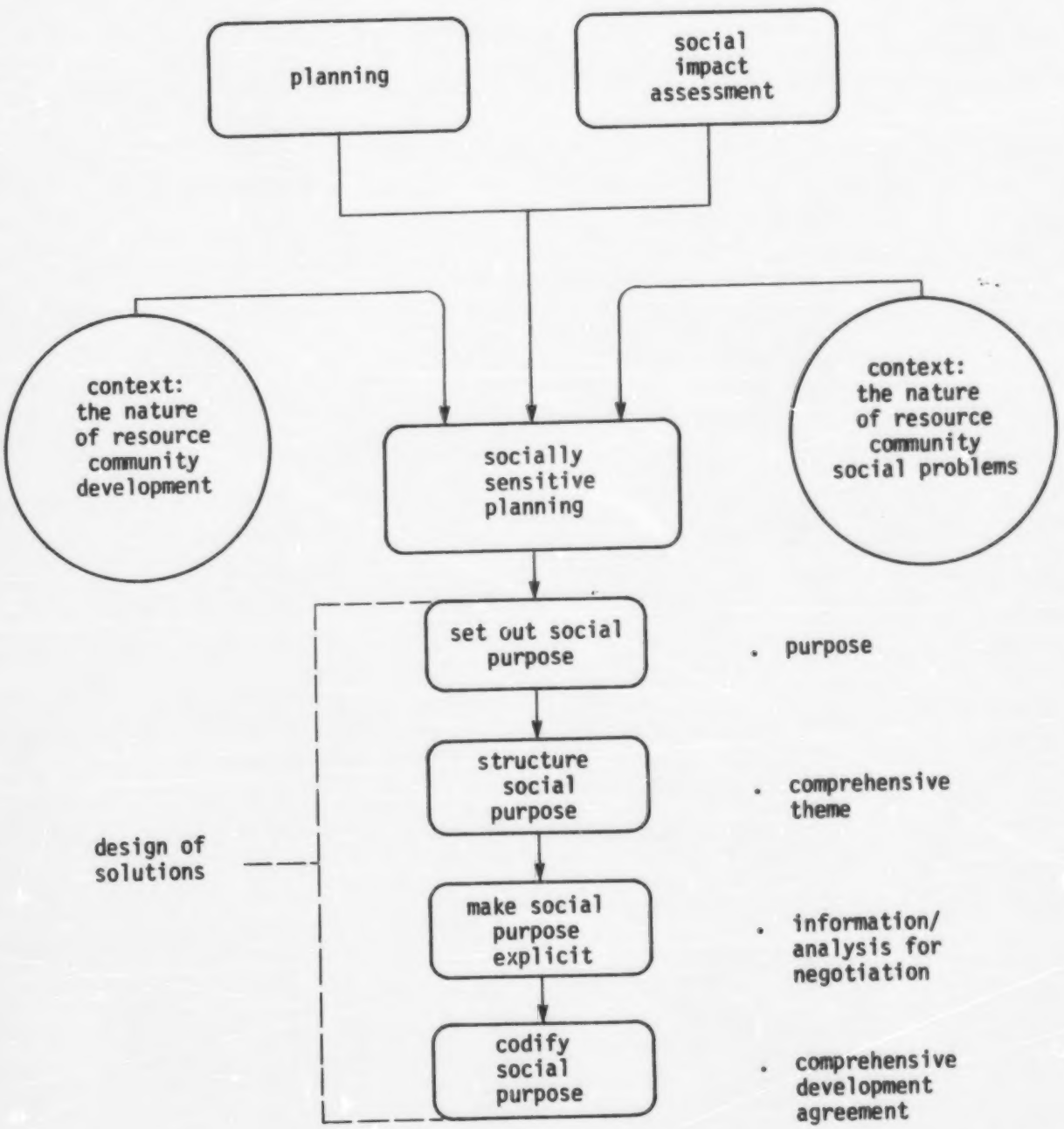
Using a case study of the Province of British Columbia's experience with planning for resource based communities, a process which has drawn upon the perspective and knowledge of social impact assessment we would conclude that social impact assessment is not only of relevance to policy makers it is also sensitive to policy action.

The format of this paper is as indicated on the attached sketch. The theoretical issues of social impact assessment and planning, their differences, similarities and prospects for synthesis are discussed first. These are followed by an examination of the nature of both resource community development, its characteristic social problems and their implications for planning. Finally a process for the design of solutions to resource community problems is developed.

2.0 SOCIAL IMPACT ASSESSMENT AND PLANNING: THEORETICAL QUESTIONS

Before examining the case study it is necessary to explore

SOCIALLY SENSITIVE RESOURCE COMMUNITY PLANNING



a number of theoretical questions:

- What do we mean by the terms "social impact assessment" and "planning"?
- What are the differences between "social impact assessment" and "planning"?
- What are the commonalities between social impact assessment and planning?

2.1 Social impact assessment

It is not easy to come up with a simple definition of social impact assessment because there are such a wide range of thoughts on what it is. These issues are complex and have been dealt with elsewhere in great detail. (1) A simple definition however should be sufficient for our purposes - social impact assessment is "the assessment of the effects of projects and policies on people and communities". (Mack: 1974) It has a number of distinguishing features:

- a concern with description, explanation, prediction and to a lesser extent control whether it be mitigation or compensation
- a concern with both "effects" (anticipated changes brought about by a project) and "impacts" (evaluation, appraisal and assessment of anticipated changes)
- a concern with public responsibility for technological change and the responsibility of public interests to constrain private interests.

2.2 Planning

Planning on the other hand can be defined as the application of thought and purpose to guiding change.(2) In general, planning has the following features:

- a concern with purpose - goals, objectives, and the means of achieving them; the evaluation of purpose; monitoring and feedback

---

(1) Definitions are enclosed in the appendix.

(2) We use a generic definition of planning as opposed to a definition based on a particular substantive content e.g. transportation planning.

- a concern with developing knowledge about what we do and the anticipated effects of our actions

- a concern with choice, options and decisions.

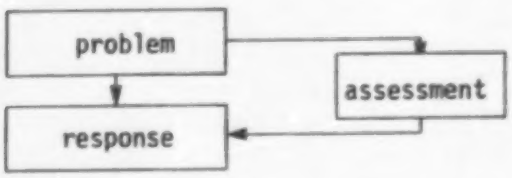
2.3 Differences

Planning and social impact assessment are clearly different activities. Three distinctions are crucial.

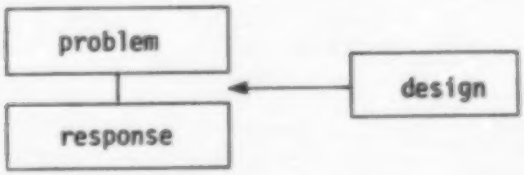
2.3.1 Approaches to problems

Planning emphasizes the development of creative and constructive solutions to problems - in short planning is design. (1) Social impact assessment, on the other hand, examines the solution to a particular problem - It describes and explains the situation; predicts what could happen if the projected policy proceeds; makes an assessment of those changes and suggests courses of action in response to the proposal.

(1) Social impact assessment



(2) planning



For example, assume the problem is how to accommodate workers from a coal mine. A planning approach would examine the problem in the context of the needs of the workers, the objectives of the builders, the detailed analysis of the situation and then design a solution. A social impact assessment approach in contrast would attempt to objectively analyze and assess the soultion or set of solutions in terms of its social implications.

2.3.2 A Scientific model or an action model

Social impact assessment is derived from a "scientific" model which emphasizes approaching problems with detachment and objectivity. Planning, on the other hand, is based on an action model which does not neglect analysis but emphasizes active engagement with a

---

(1) A problem is a perceived gap between what is (the existing condition) and what ought to be (a desired future condition) (Lang: 1977) (Rittel & Webber: 1974).

problem to develop solutions. In short, planning has to be both rational and practicable - problems have to be both relevant (i.e. of concern to policy makers) and sensitive (i.e. possible to solve using the range of tools available to the policymaker).

2.3.3 Context

Finally, planning is concerned about context - The solution to planning problems involves not only defining a problem and developing an understanding of it, but it also includes finding a solution to that problem, locating that solution in a complex network of causes and effects and identifying feasible actions which can narrow the gap between "what is" and "what could be" (Rittel & Webber: 1973).

2.4 Social impact assessment and planning: A synthesis

The previous paragraphs have clearly established the differences between the two activities. Are there any commonalities? Yes, social impact assessment and planning share two analytical features:

- a concern with "better" decisions - more informed, rational and sensitive decisions

- a concern with the "effects" of proposed actions, the linkages between problems and the after-effects of decisions.

More importantly both share a common social purpose or direction. Social impact assessment challenges planners and policymakers to build social criteria into policies and projects so as to reflect a concern with social equity - balance, fairness, equitable distribution and respect for basic human and community needs. It challenges planners, in effect, to reaffirm a basic orientation to social well-being and develop socially responsive planning methodologies and processes of community development.

Socially responsive planning would in effect combine the notions of planning and social impact. Building on social impact assessment it would reflect a concern with

- social goals, objectives and criteria

- a concern with making better, more rational and sensitive decisions and understanding the effects of those decisions - their repercussions and after-effects.

Building on planning it would reflect a concern with

- designing creative solutions to problems

- a concern with understanding the context of problems so as to develop practicable solutions.

The nature, relevance and feasibility of socially sensitive planning will be examined in the pages which follow using a case study of resource community planning.

3.0 A CASE STUDY

3.1 Introduction

The Province of British Columbia has since 1976 been planning for the development of coal resources in the Northeast Sector of the Province. The Ministry of Municipal Affairs and its consultants have been responsible for settlement planning related to these developments. The major responsibility was preparing a comprehensive conceptual plan covering the social, physical, financial and organizational requirements for developing a new community.

The planning challenge was to design a process to develop a socially sensitive plan and to lay the foundations for a socially cohesive community conducive to a low level of labour turnover. However in doing this work we found that we learned as much about approaches to planning for resource communities in general as we did about the specific requirements for the proposed community of Tumbler Ridge. Therefore while the paper examines the specific approaches developed in the Northeast we feel we have an approach to socially sensitive planning which has applicability to all resource communities in the Province. It reflects the requirements above - a concern with: social purpose; rational socially sensitive decisions; and design of creative solutions to problems. Most importantly it involves developing an understanding of problems in their context - the concern of the next two sections.

3.2 Context: The nature of resource development

Resource development is a unique physical, social and economic phenomena for a number of reasons. The development of a resource - forests, minerals, energy involves a bringing together of a number of participants each with their own set of objectives to negotiate over the development of that resource.

3.2.1 The participants in resource development

There are essentially three critical resource town development participants, each with a different set of objectives. These are:

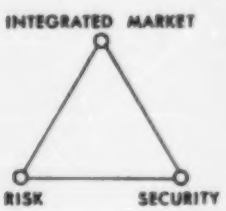
- the Company or Companies
- the local community and municipality
- the Province and the Ministry of Municipal Affairs

Each of these parties' objectives are in contention.

(1) Resource Company (ies):

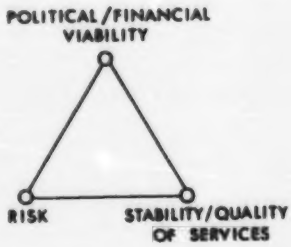
The resource company's prime objective is the production of the resource. It views people as factors of production in terms of efficiency and productivity.

- For example in terms of housing policy the resource company typically believes it optimizes its position by attracting, retaining and securing employees through limited access, controlled allocation, buy-back provisions, and beneficial subsidies.



- The resource company wishes to minimize short and long term risk of financial and perceived involvement in the housing sector.
- The resource company wishes to see a functioning and integrated housing market where the normal market signals of supply and demand are given, received and responded to. The result will be an earlier fostering of the service sector, increased tax base, employment opportunities for women and reduced cost of employee turnover.

- The resource company cannot achieve all these objectives simultaneously and must trade-off risk, security and an integrated housing market. Such trade-offs are not required in urban areas where housing is not used as an instrument to secure employees, where the risk of involvement in the housing sector is low, and where an integrated housing market exists.



The Company is also interested in the political and financial viability of the community. As well it desires a high level of services, because they are critical to securing and retaining a suitable labour force for its operations. In doing so, it wishes to avoid the risks involved in running the community. It feels it is not as capable as government is doing it, and also because it detracts from its primary concern, the production of the resource.

(2) The Community:

The citizens of the community (new town) or municipality (existing community) are concerned that: an adequate level of services are available when needed; local political participation is available as soon as possible; the community is not unduly burdened with debt; taxes are relatively low; and that there is flexibility in the budget to acquire the things that they want for their community. The community wants to ensure that it does not carry an undue risk due to a lack of adequate cost sharing provisions.

(3) The Province:

The Province's main objective is the implementation of its economic development policies of: full employment; increased real income through resource allocation; price stability; and regional balance. The Province may implement its objectives by fostering and managing the growth of settlements associated with resource development.

(4) The Ministry of Municipal Affairs

The Ministry is interested in developing, as soon as is possible, a politically functioning, financially viable, well planned community with a relatively high level of services. It plays the key role in determining

the organizational form and structure of the community, its level of services, its financial foundations and, by its commitment to planning, the quality of the community. The Ministry wishes to pursue these objectives while minimizing its risks.

Both the Province and the Ministry wish to see an intergrated housing market with affordable and accessible housing for company and service sector employees.

The Province and Ministry wish to minimize their risk associated with the resource development but should be prepared to consider a greater risk burden in proportion to benefits offered by the resource company(ies).

The Province and the Ministry cannot achieve all three objectives simultaneously and must make trade-offs. It may wish to accept greater risk in order to achieve economic development objectives or an integrated housing market earlier than would normally be the case.

3.2.2 Negotiation and its implications

(1) The interaction of these participants results in negotiation as to who is responsible for what. The resulting economic system has been described as a "negotiated economy." (Nelles: 1975)

(2) Resource development for the Province and/or a community presents both an opportunity and a risk. The opportunity is there to negotiate a range of benefits for an acceptable level of risk. Benefits can range from affordable housing for all families, to the provision of daycare or opportunities for female employment. The risks or costs could be financial (loss of investment) social (loss of community stablility or failure to achieve certain objectives) or political (exposure of error to the public at large).

(3) The nature of this process neccessitates a planning process which is structured to support a process of negotiation. A typical community planning process (which has, as its product a definitive plan) is not appropriate.

(4) Resource community planning requires that the policy makers i.e. the Province:

- be in a good position to judge the accuracy of the company's proposals - costs, employment levels, manpower requirements etc.

- be able to assess the validity of the company's proposals i.e. evaluate them from the perspective of its own objectives

- be able to create the perception that it is able to deliver its responsibilities in a negotiated agreement

- be committed to negotiate for its own interests and others from a position of strength based on knowledge.

We will examine in more detail the planning process requirements. However, first we need to look more closely at the nature of resource community problems.

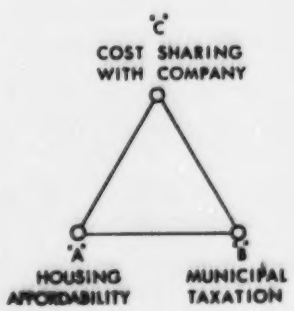
3.3 Context: The nature of resource community problems

3.3.1 Wicked problems

Resource community problems are "wicked problems" - malignant, vicious, tricky and aggressive: Planning theorists, Rittel and Webber state:

> "As distinguished from problems in the natural sciences which are definable and separable and may have solutions that are findable, the problems of governmental planning - and especially those of social or policy planning are ill defined; and they rely upon elusive political judgement for resolution. (Not "solution": Social Problems are never solved. At best they are only resolved - over and over again)" (Ritell and Webber: 1973)

- it is difficult to rigidly confine resource community social problems - There is no "stopping rule".

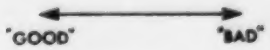


Community satisfaction for example, encompasses housing availability and affordability; the level and pricing of commercial services; the range of municipal services and taxation - all of which are inter-related.

- a single resource community social problem is often a symptom of another problem.

The lack of affordable housing, for example, could be the result of excessive municipal taxation which was the inevitable result of poor cost sharing arrangements between the company, the government and the community.

- solutions to "wicked" problems of this kind are not "true"/"false" but "good"/"bad" from the perspective of the various participants.



3.3.2 Resource community problems

The attached table shows a range of problems of resource communities we would expect to face in a new community like Tumbler Ridge. A number of observations can be made:

- problems are of two kinds: "problems of the town" and "problems of implementation"

- problems in "the town" are problems of the town itself - its quality, stability and the equity of its financial arrangements

- "problems of implementation" are problems of financing and delivering a community

- each is equally significant - of the 33 problems, 16 are problems of a community and 17 are problems of the delivery of the community - its housing, facilities and programs

- it is difficult to separate social problems in the town from problems of delivering and financing the town - few problems lack a social dimension.

The endemic resource community labour turnover dilemma of resource towns is a classic example of a vicious problem:

> "Past experience indicates that it is relatively more expensive and often innappropriate to reproduce the designs of southern communities for new northern resource communities. It is not efficient in terms of human and material resources to attempt to provide all things for

PROBLEMS OF THE TOWN

Stability and Growth

S1 Level of Employment
S2 Perceived Stability
S3 Restriction to Entry
S4 Underemployment

Quality of Town

Q1 Company Town Stigma
Q2 Quality of Services
Q3 Service Sector Housing
Q4 Commercial Development
Q5 Housing Discrimination
Q6 Quality of Layout
Q7 Social Cohesion
Q8 Co. Housing Manipulation
Q9 Quality of Location

Affordability

A1 Lack of Resources
A2 Insufficient Tax Base
A3 Wage Differential
A4 Lack of Local Construction Potential

PROBLEMS OF IMPLEMENTATION

Risk and Sharing

R1 Failure to Grow
R2 Planning Errors
R3 Inflation
R4 Risk-Shifting
R5 Sharing, User, Non-user
R6 Subsidy Incidence
R7 Sharing Across Companies
R8 Sharing, Residents and Company
R9 Sharing, New and Old Residents

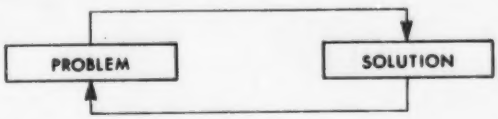
Efficiency of Development Process

E1 Rapid Growth Rate
E2 Timing of Services
E3 Administration Inefficiency
E4 Clear Policy
E5 Recruitment
E6 Lack of Resident Participation
E7 Pre-Dev Management

> all people, perhaps in a way that southern communities can afford to do. Therefore, in order to promote "efficiency" the range of options for physical and social services must be constrained (1). However, efficiency must not compromise resident satisfaction. In fact, if a resource community is to be competitive in attracting a workforce from the limited labour supply, then the needs and aspirations of the inhabitants must be better satisfied than in other resource towns.
>
> How, in fact, can a resource community offer less, in terms of service options, and yet, offer more, in terms of satisfaction?" (1)

Resource community social problems have the following "wicked" features:

- resource community problems have no one definition and no one solution: the problem has to be defined in the context of a solution.



For example the problem of labour turnover has a number of dimensions - work, home, community, family - which can only be addressed together in the context of possible solutions and their impact on development participants.

3.3.3 Implications

What does this mean for our attempt to develop socially sensitive community planning? It demands

- an argumentative planning process with a focus on defining problems, analzying them and finding solutions to them in the context of the various perceptions of

---

(1) Conceptual Plan Tumbler Ridge, Northeast Sector, B.C. Ministry of Municipal Affairs, 1976.

the different participants.

- an emphasis on designing processes for analyzing problems, finding solutions and implementing them.

- an emphasis on designing a process for negotiation in the pre-planning stage and a process of implementation in the development phase.

3.4 The design of solutions

3.4.1 Introduction

Returning to our basic theme, the design of solutions to resource community problems involves a merging of two approaches to problems or two conceptual paradigms, social impact assessment and planning. From planning comes approaches to dealing with "wicked problems". From social impact assessment comes social purpose, objectives and feedback. How in effect will this synthesis be achieved in the context of resource community problems? Based on our Tumbler Ridge experience we see four steps in the design of solutions.

- articulation of social purpose

- development of a comprehensive theme

- utilization of social research and analysis to create a framework for negotiation

- negotiation of a comprehensive development agreement.

It will become apparent as we describe these steps in a process for design of solutions that each step draws equally from a social impact assessment paradigm and a planning paradigm.

3.4.2 Social purpose

(1) Planning without purpose is not planning

The critical question in relation to resource communities is: Are we going to design for people or are we going to design for optimum production? In the 1950's Clarence Stein the famous American planner of Kitimat stated: (1)

> "the purpose of Kitimat is the industrial success of the plant"

---

(1) Kitimat Townsite Report, District of Kitimat, 1969.

This is no longer sufficient but is relevant.

- Currently companies are faced with intense competition for labour and with the consequences of lower productivity and high turnover

- Companies are increasingly aware of the connection between labour turnover, individual satisfaction and community stability

- While all companies would not necessarily agree, design for production doesn't necessarily optimize either production or community success (1)

- It is more plausible that design for people can optimize both production and community success - they are causally linked.

(2) Design for people

In response to this new reality a concept of "design for people" or "design from the inside out" is necessary (Simmonds: 1975). Although not new it is a developing concept:

- Socially it means "designing through human eyes," through the eyes of those involved. It means starting with the individual and individual needs and expanding to include the family, the neighborhood, special groups and the community.

- Physically it means working with the natural site (2) and designing from the small - the individual housing unit, to the neighborhood building up to the macro elements of overall town form and circulation rather than vice-versa.

- Financially it means starting from basic human requirements - i.e. affordable shelter and an adequate level of services - and exploring their implications for municipal finance, taxation levels and financial contributions from the company and the Province.

- Organizationally it means subjecting every solution, no matter how small, to a feasibility test - can it be implemented? If so how?

---

(1) Suzanne Veit and Associates, Labour Turnover and Community Stability, 1977/78.

(2) For a full discussion of this aspect see example The Use of Ecological Information in Settlement Planning, A Case Example, Ministry of Municipal Affairs, 1979.

3.4.3 Comprehensive themes

A major problem in the design process will be in providing a structure for social purpose. Somehow the various aspects that make up a community and that which will be the subject of negotiation have to come together. The explicit purpose of development has to be given a structure. In Tumbler Ridge our response was to forward the concept of a comprehensive theme.

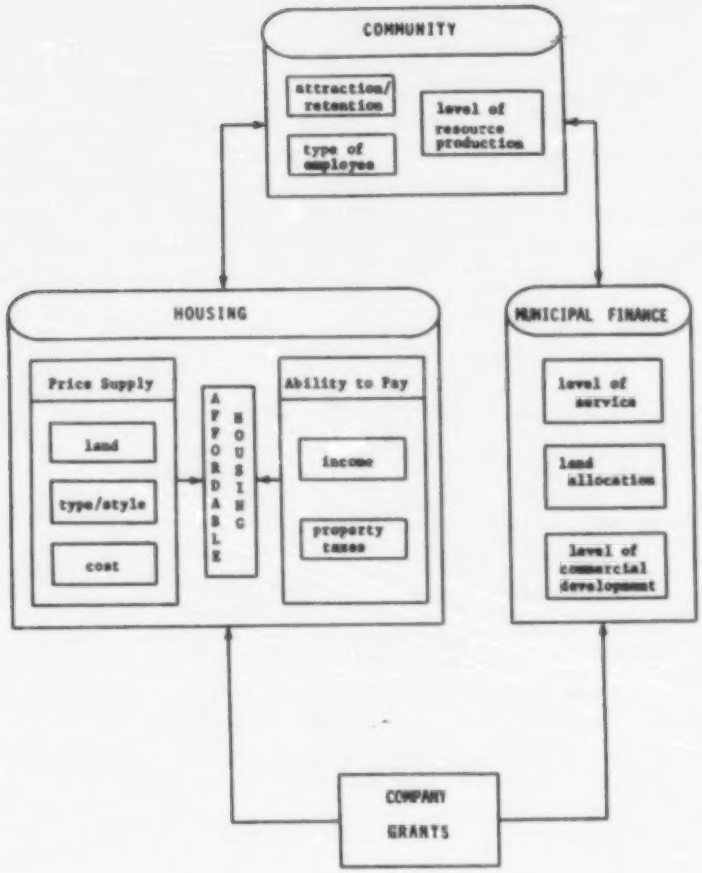
For example if we wish to resolve the labour attraction and retention problem for a new community we should attempt to attract a group of people who share similar ways of satisfying their aspirations. A well defined and explicit theme can help screen out those people who are unlikely to satisfy their aspirations in a new community. A comprehensive theme should be made perfectly explicit. For example job candidates and their families, should know exactly what is offered in the way of services, facilities and jobs.

The company in the traditional resource town has always had a theme but it was not comprehensive - it only concerned optimum production. It is not possible to develop a theme at this point except to note that it must be comprehensive. In our planning for new communities we developed three possible themes:

- The location suggested a "natural theme" stressing retention and management of the natural vegetation, use of local building materials, development of a sense of self-sufficiency and self-reliance, pursuit of outdoor leisure activities, and provision of rural lot development opportunities.

- Another possibility a "learning theme" stressed continuing education, enrichment learning programs, individual motivation, community initiated, developed and managed programs and experimental programs for dealing with learning disabilities.

- A third possibility an "experimental theme" stressed the initiation, development and monitoring of ongoing research projects. Wind and solar energy, land reclamation, building technology and environmental management are suitable experimental subjects.



The variables affecting housing affordability are listed below

- Land price: may or may not be set equal to land cost; costs can be shifted around residential types (e.g., single family to multi-family) and between land uses (e.g., residential to commercial). *Price Supply*

- The dwelling: changing types and reducing sizes may reduce capital costs.

- Cost of construction: is influenced by rate of growth, existence of local contractors, and escalation factors for isolation.

- Ability to pay: is affected by income. Income depends on: resource technology, secondary income, willingness to pay for shelter, and size of down payment. *Ability-to-Pay Affected*

- Property taxes: depend on the level and timing of services, allocation of land, tax base, debt load, and municipal cash flow; also responsive to resident pressure for increased services.

- Company contributions: extent of company contributions to its employees or to the community through any of several forms of assistance. *Company Contributions*

It is essential that if a theme is incorporated into the design, then it must permeate all aspects of living in the community. If the idea of a theme is used to attract people to the town, then a comprehensive product must be delivered. The co-operation and the participation of the Company, the Province and various other participants would be necessary.

3.4.4 Social information and analysis for negotiation

The fourth step in the process has the purpose of making explicit social purpose in the negotiation process. In effect it means: applying social purpose; analyzing social problems; exploring inter-relationships with other problems; identifying points where intervention can take place and tracing the linkages between interventions in one problem area to another.

A good example of this kind of analysis is our approach to housing affordability. As housing becomes more unaffordable due to prices and taxes, the level and quality of other services decreases, resulting in difficulties in attracting and retaining employees. Turnover increases, quality of life decreases, and resident dissatisfaction becomes the norm. In order to respond to this critical problem it is necessary to have the tools to make these inter-relationships explicit. The attached housing affordability model illustrates how we have approached this problem: Is it necessary to do this kind of analysis for every problem? Not necessarily, the variety and complexity can be structured. There are a number of rules:

(1) Prime emphasis should be on seeing problems in the context of possible solutions. Solutions cannot be predetermined, they can only be developed in context of development participants, their objectives, differing perceptions of problems and the different tools at their disposal. For example in the case of providing daycare an infinite variety of means for implementation are possible.

	Company	Province	Municipal	Community
1. provide	●	●	●	●
2. finance	●	●	●	
3. subsidize	●	●	●	
4. regulate		●		

(2) In order to place a problem in context, social information derived from research is essential. However the emphasis should be on information which focuses on:

- inter-relationships between problems i.e. between resident satisfaction, housing affordability and municipal finance

- the linkage between social problems and the financial (how it is paid for), and organizational (how it is organized or implemented) and the physical (the implications for space and location)

- identification of intervention points where we can attempt to solve a problem.

(3) Information must have certain qualities. It must be:

- necessary for the success of the community

- useful for negotiation

- suitable for enhancing the negotiation process.

The degree to which a solution is successful is the degree to which it is acceptable to the parties and the degree to which it enhances negotiations. For example solutions to a problem like provision of adequate daycare may be acceptable because they are in the interests of all parties. The question of long distance commuting on the other hand may not be useful to negotiation and hence may have to be given less emphasis.

3.4.5 Negotiated agreement

The culmination of the process of design of solutions and negotiation is a comprehensive development agreement.

A development agreement is a legally binding document which ties together in one package:

- participants
- participant objectives
- problems and their solutions

- participant responses and financial responsibilities
- the organizational structure for implementation
- monitoring and enforcement.

The development agreement answers the critical questions:

- Who is responsible for delivery of what?

- How are particular substantive items going to be financed?

- When are particular responsibilities going to be completed?

- Who pays for what?

- How is the agreement going to be administered and monitored?

- Who enforces the agreement?

Examples of development agreements for new resource communities are the following:

- Leaf Rapids: Manitoba, Province of Manitoba, and Sherritt Gordon Mining Corporation

- Fermont: Quebec, Province of Quebec, and Quebec-Cartier Mining Corporation

- Nanisivik: Northwest Territories, Department of Indian and Northern Affairs (1).

An example of a development agreement for an expanding community is:

- Coronach: Saskatchewan, Province of Saskatchewan, and Saskatchewan Power Corporation and Coronach municipality.

The form of an agreement can vary from a simple exchange of letters focussing on a single issue like provision of housing or it can be a comprehensive document covering the full range of concerns of a particular programme area (Housing), a Ministry (Municipal Affairs), a group of Ministries (Municipal

---

(1) See R. Gibson (1978) Arctic Mining: A Case Study of Decision Making - The Strathcona Sound Mine - Baffin Island, Ottawa, Science Council of Canada.

Affairs, Environment, Labour and Economic Development) or the Province as a whole.

The development agreement can respond to both substantive and procedural concerns: some examples of some clauses drawn from the Nanisivik, Leaf Rapids and Fermont experience are given below:

- Physical:
  .Responsibility for planning
  .Allocation of land
  .Environmental management structures, policies and programs
  .Desired growth rate
  .Location of the community

- Financial:
  .Cost sharing between company/Province/residents
  .Share of local taxes borne by the company
  .Guarantees of production schedules
  .Methods of cost recovery
  .Shares of sewer, water and recreation costs
  .Cost sharing between companies
  .Cost sharing between new and old residents
  .Cost sharing between users and non-users of facilities
  .Community closure provisions
  .Inflation clauses

- Social:
  .Responsibilities for and level of timing of services
  .Employment objectives, programmes and implementation for women, Native peoples and unskilled persons
  .Company, Provincial, municipal, and community responsibilities for social services.

In summary there are four requirements for designing solutions:

1. set out social purpose with a commitment to designing for people

2. structure social purpose in a comprehensive theme

3. make social purpose explicit in the negotiation process

4. codify social purpose in a comprehensive development agreement.

4.0 SUMMARY

We would like to emphasize in closing that what we are proposing is not a radical concept nor is it particularly new. We see the paper as synthetic exercise - an attempt to merge two methodologies or two paradigms. It is our feeling that we all can get locked into a particular perception of a problem whether it be from the perspective of social impact assessment or planning. We feel that the richness of our perception of a problem can be expanded by involving other paradigms. Finally we feel that there is no need to fear that richness - there is a way of harnessing it without being unduly restrictive.

In closing we hope that we have charted a possible direction for creative synthesis between planning and social impact assessment. We feel that is relevant and timely to work in that direction for

- social impact assessment without planning is frustrating and ineffective

- planning without social purpose is heartless.

BIBLIOGRAPHY

Theoretical Literature of Social Impact Assessment

1. D'Amore, Louis J. and Rittenberg, Sheila, (1978), "Social Impact Assessment: A State of the Art Review" Urban Forum, Vol. 3(6).

2. Armour, A.et al., (1975), A Framework for Community Impact Assessment, Faculty of Environmental Studies, York University.

3. Boothroyd, Peter, (1975), Review of the State of Art of Social Impact Research in Canada, Ottawa, Ministry of State for Urban Affairs.

4. Cartwright, T., (1973), "Problems, Solutions and Strategies: A Contribution to the Theory and Practice of Planning", Journal of the American Institute of Planners, Vol. 39, pp. 179 - 187.

5. Lang, Reg, (1977), "Impact Planning for Village Development", Urban Forum, Vol 2(3).

6. Mack, Ruth, (1974), "Criteria for Evaluation of Social Impacts of Flood Management Alternatives", C.P. Wolf, (ed), Social Impact Assessment, Milwaukee, Environmental Design Research Associates, 1974.

7. Government of the United States, (1969), National Environmental Policy Act.

8. Rittel, Horst and Webber, Melvin, (1973), "Dilemmas in a General Theory of Planning", Policy Sciences (4), pp. 155 - 169.

9. Wolf, C. P. (ed), (1974), Social Impact Assessment, Milwaukee, Environmental Design Research Associates.

10. Wolf, C. P. (1974), "Social Impact Assessment: The State of the Art", C. P. Wolf, (ed), (1974), Social Impact Assessment, Milwaukee, Environmental Design Research Associates.

Literature on Resource Communities

1. Himelfarb, Alex (1976), "The Social Characteristics of One Industry Towns in Canada. A Background Report", Royal Commission on Corporate Concentration, 1976.

2. Lucas, Rex, (1971), Minetown, Milltown, Railtown: Life in Canadian Communities of Single Industry, Toronto, University of Toronto Press.

3. Nelles, H.V., (1974), The Politics of Development, Toronto, University of Toronto.

4. Simmonds, W.H.C., (1975), Through Human Eyes: A New Approach to Problems of Workforces in Remote Areas, National Research Council of Canada, 1975.

Government Reports

1. Thompson, Berwick, Pratt & Partners, Alternate Methods of Financing and Developing Resource Based Communities, Ministry of Municipal Affairs, Province of British Columbia, 1977.

2. Thompson, Berwick, Pratt & Partners, Conceptual Plan Northeast Sector: British Columbia, Ministry of Municipal Affairs, Province of British Columbia, 1978.

   - Social Plan
   - Physical Plan
   - Organizational Plan
   - Financial Plan

3. R.A. Rabnett & Associates, Problems and Responses: Resource Community Development, Ministry of Municipal Affairs, Province of British Columbia, 1978.

4. Quin, A.L., The Use of Ecological Information in Settlement Planning, A Case Example, Ministry of Municipal Affairs, Province of British Columbia, 1978.

5. Suzanne Veit and Associates, Labour Turnover and Community Stability, Report to the Federal-Provincial Manpower Sub-Committee on Northeast Coal Development, 1977/78.

APPENDIX: DEFINITIONS OF SOCIAL IMPACT ASSESSMENT

National Environmental Policy Act (1969)

"identify significant unavoidable adverse environmental effects of proposed actions, assess short term versus long term effects and analyze alternatives along with mitigating measures"

Peter Boothroyd (1975)

"any study which attempts to determine the impacts of a particular physical development on the day-to-day quality of life of persons whose environment is affected by the development, other than those whom the development is expressly designed to serve; such a study may be prospective or retrospective"

Louis J. D'Amore and Sheila Rittenberg

"...assessing the effect of projects or policies on people - the human implications of what we do. It attempts to forecast the effect that a proposed development will have on the quality of life - the traditions, life styles, interpersonnel relations, institutions and living environment"

Ruth Mack (1974)

"impacts on people and communities other than those that operate primarily via the dollars in their wallets"

C. P. Wolf (1974)

"estimating and appraising the condition of a society organized and changed by large-scale application, of high technology"

"procedure for anticipating 'the unanticipated consequences of purposive social action' and thereby to forestall or offset adverse effects to which it may give rise... a hedge against uncertainty in the planning process"

A. Armour

"a process of assessing the effects and impacts of proposed interventions"

Queen's Printer for British Columbia ©
Victoria, 1980